

# STATE OF COLORADO

## COLORADO DEPARTMENT OF CORRECTIONS

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Bill Owens  
Governor  
Joe Ortiz  
Executive Director

January 1, 2007

Representative Andrew Romanoff  
Speaker  
House of Representatives

Senator Joan Fitz-Gerald  
President  
Colorado State Senate

Representative Mike May  
Minority Leader  
House of Representatives

Senator Andy McElhany  
Minority Leader  
Colorado State Senate

Re: Annual Report concerning the status of private contract prisons

Ladies and Gentlemen:

It is our pleasure to attach for your review and use the Annual Report concerning the status of private contract prisons.

This report is submitted as directed in 17-1-201 (CRS) Corrections Privatization - Requests for Proposals Process - Duties of department.

If you have any questions, please feel free to call me at (719) 226-4701.

Sincerely,

  
**GARY GOLDBER**  
*Acting Executive Director*

Attachment

cc: Cherrie Greco, Acting Director of Administration and Finance  
Pam Ploughe, Manager of Prison Operations  
Alison Morgan, Chief of Private Prisons Monitoring Unit  
Karen Hoff, Department of Education

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Bill Owens  
Governor

## Colorado Department of Corrections

*REPORT TO THE SPEAKER OF THE HOUSE OF  
REPRESENTATIVES  
AND TO THE PRESIDENT OF THE SENATE*



Joe Ortiz  
Executive Director

### ***CONCERNING THE STATUS OF PRIVATE CONTRACT CORRECTIONAL FACILITIES***

The External Capacity Subprogram, Private Prison Monitoring Unit (PPMU), provides oversight of standards and practices in contracted County Jails and Private Prisons to ensure consistent treatment of offenders throughout Colorado Corrections facilities. The Subprogram funds payment for two housing entities: (A) County Jails - temporary housing to adjudicated offenders awaiting evaluation or placement through the Denver Reception and Diagnostic Center or subsequent placement in the BVCC Colorado Corrections Alternative Program (Boot camp), (B) Private Prisons - contracted long-term facilities providing housing which offer programs and services similar to those within the Department of Corrections. The mission of the Private Prison Monitoring Unit (PPMU) is to provide effective and efficient oversight of the private contract facilities, ensuring the safety and security of the public, staff and inmates. Its vision is to provide a seamless transition of services between public and private facilities, resulting in consistent offender management and program services. To successfully accomplish these goals, the PPMU enforces contract provisions which direct the private contract prison operations. In addition to facility monitors, the PPMU staff includes program area specialists, who are able to provide credible feedback and advice to facility management in their respective areas. The facility monitors spend a minimum of 20 hours per week in the facilities providing operations oversight, conducting security and program audits, and training contract staff in essential functions such as Code of Penal Discipline (COPD) processes and case management. The staff conducts unannounced visitor program and drug interdictions to discourage the introduction of contraband into the facilities. The PPMU coordinates interagency emergency drills to increase preparedness and to test the facilities' emergency plans.

The Private Prisons Monitoring Unit (PPMU) was created in 1999, and until 2 years ago, was a cash funded unit with a monitoring fee paid by the private prisons. The current fiscal year funding comes from the General Fund. The Department is mandated statutorily to monitor the private prisons. The level of resources needed for monitoring private prison operations is largely dependent upon the number and size of the facilities, their geographical location and the number of inmates housed in each. As the private prison population continues to increase, the duties and responsibilities of the Private Prisons Monitoring Unit (PPMU) also increases.

The PPMU underwent a legislative audit in 2005. This performance audit was conducted pursuant to Section 2-3-103, C.R.S., which authorizes the State Auditor to conduct audits of all departments, institutions, and agencies of state government. Sixteen recommendations were made by the audit committee to improve PPMU's oversight of the private facilities. PPMU has fully implemented the audit recommendations. As a result of these recommendations, the contract for FY 2005/2006 contained significant changes. Some of the major changes include minimum staffing requirement levels, food service compliance, and licensure of medical clinics and liquidated damages for contract non-compliance. PPMU has developed a Footprints program to track and correct deficiencies.

The Department contracts directly with local municipalities, County or City, who are in turn responsible for

local oversight and to support the facility operation in the event of an emergency. These political subdivisions have subcontracted the operation of the facilities to private correctional corporations. As mandated by House Bill 06-1385, a per diem rate of \$51.91 per inmate per bed-day to house state prisoners in private prisons and pre-release and parole revocation facilities has been instituted as of July 1, 2006. Also per House Bill 06-1385, a per diem rate of \$48.96 per inmate per bed-day to house state prisoners in local jails is in place.

The general population capacity of all of the private facilities is 4,559. There are six private contract prisons in Colorado. Four of these facilities are owned and operated by Corrections Corporation of America, a Tennessee based public corporation. The CCA facilities are:

Facility	General Population Bed Capacity/Beds Occupied	Type of Offender
Bent County Correctional Facility (BCCF)	699/699	Male
Crowley County Correctional Facility (CCCF)	1,616/1,576	Male
Huerfano County Correctional Center (HCCC)	752/747	Male
Kit Carson Correctional Center (KCCC)	768/754	Male

The fifth private correctional facility is the Brush Correctional Facility (BCF) located in Brush, Colorado. This facility is owned and operated by GRW, a Tennessee-based privately-held corporation. BCF incarcerates female offenders. The general population bed capacity at BCF is 272 and presently 263 beds are occupied.

The sixth private correctional facility is the Cheyenne Mountain Re-Entry Center (CMRC), owned and operated by CEC (Community Education Centers)-based in Roseland, New Jersey. This facility is a result of the enactment of HB 01-1370, directing the Department to issue a request for proposal (RFP) for the construction and operation of a private contract prison to serve as a pre-parole and revocation center to contain at least 300 beds. This facility provides assessment, treatment, and programming services to inmates who meet the mandated criteria. Major program concentrations include drug and alcohol, life skills and community re-entry services. The ultimate outcome should be decreased recidivism rates for inmates who have successfully completed programs. CMRC began accepting inmates on August 15, 2005. The facility has a general population bed capacity of 500 with 480 inmates presently at the facility. The department continues to fill the available beds. Given the specialized re-entry focus, CMRC is monitored jointly by PPMU and the Division of Adult Parole, Community Corrections and YOS.

As required in 17-1-202 (1)(c) C.R.S., each of the CCA facilities has achieved accreditation by the American Correctional Association (ACA), which reflects achievement of national standards in corrections. The Brush Correctional Facility achieved accreditation in May of this year. Pursuant to statute, CMRC has two years to become accredited.

On December 16, 2005, a request for proposal (RFP) was issued to solicit proposed long-term solutions from the private sector for up to approximately 2,250 Level III/medium security adult male prison beds in the State of Colorado. The RFP was awarded to CCA and the GEO Group. CCA will expand both Bent and Kit Carson. GEO has proposed a 1,500 bed facility in Ault, CO. It will be approximately 24 months before that facility is ready.

On January 27, 2006, a request for proposal (RFP) was issued to solicit proposed long-term solutions from the private sector for up to approximately 750 Level III/medium security adult female prison beds and services to be provided in the State of Colorado. This contract was awarded to Cornell Companies. The Cornell facility will be located in Hudson, CO

With the completion of the above mentioned facilities set at least 18-24 months out, and with the declining availability of state or private beds, it was inevitable that the CDOC would need to go out of state for beds. The CDOC is in the late stages of preparations to send 480 inmates to the North Fork Correctional Facility in Sayre, OK. It is a CCA owned facility. It is expected that the inmates will be moved in December and January and the CDOC will likely utilize the North Fork facility for at least three years.

The Colorado PPMU has been recognized nationally as a model in progressive contract facility management. The unit continues to be called upon by other agencies for feedback and information by those who are interested in pursuing or improving contract housing services for their inmates. Officials come to Colorado to discuss our procedures and experiences and tour contract facilities in Colorado.

Exhibit A:

**SERVICES PROVIDED BY PRIVATE CONTRACT PRISONS**

The private contract facilities are mandated by statute to provide a range of dental, medical, psychological services and diet, education, and work programs at least equal to those services and programs provided by comparable state correctional facilities. The following tables describe program services that are available this year at the private facilities:

PRIVATE PRISONS: Bent County Correctional Facility, Crowley County Correctional Facility, Huerfano County Correctional Center, Kit Carson Correctional Center, Brush Correctional Facility and Cheyenne Mountain Re-Entry Center

Offender Custody Level/Mix Medium, Minimum R, and Minimum

Number of Offenders 3,155 Contracted ADP in FY '05/06.

Physical Plant These contracted facilities are rated as capable of safely maintaining 4,884 offenders.

Special Needs Offenders		BCCF	CCCF	HCCC	KCCC	CMRC	BCF
Sex Offenders		278	391	241	227	1	1
Mental Health/Chronic Needs		74	122	70	110	66	14
Medical 4 - 5		8	10	12	4	1	1

<u>OFFENDER ASSIGNMENTS:</u>		BCCF	CCCF	HCCC	KCCC	CMRC	BCF
Institutional Support	Food Service	74	144	4	130	24	44
	Laundry	7	13	5	8	9	5
	Maintenance	10	33	34	12	14	15
	Recreation	35	43	26	16	N/A	18
	Porters	172	353	11	196	N/A	53
	Clerks	N/A	8	1	109	6	N/A
	Library	N/A	N/A	N/A	6	N/A	N/A
	Law Library	N/A	5	9	3	N/A	9

Industries		BCCF	CCCF	HCCC	KCCC	CMRC	BCF
Recycling		6	N/A	N/A	N/A	N/A	N/A
K-9 Program		N/A	N/A	N/A	16	N/A	8
Canteen		N/A	N/A	N/A	N/A	6	N/A

Academic/Vocational	<u>Academic Education</u>	BCCF	CCCF	HCCC	KCCC	CMRC	BCF
	ABE/GED	145	128	160	0	44	12
	Cognitive Education	N/A	N/A	N/A	N/A	N/A	N/A
	Life Skills	0	11	31	21	139	23

	<u>Vocational Education</u>	BCCF	CCCF	HCCC	KCCC	CMRC	BCF
	Business	0	0	0	36	0	0
	Computer	31	41	32	38	39	46
	Construction Technology	0	35	0	0	0	0
	Electronics Technology	14	43	31	0	0	0
	Horticulture Science Tech.	0	23	29	0	0	0
	Hobby Shop	0	36	0	0	0	0
	Janitorial	13	39	19	0	0	0
	Plumbing	0	0	0	34	0	0
	Social Science	0	0	35	0	0	0
	Woodshop	0	80	0	0	0	0

Clinical Services/ Treatment		BCCF	CCCF	HCCC	KCCC	CMRC	BCF
	Sex Offender Treatment	N/A	N/A	N/A	N/A	N/A	N/A
	Mental Health/Core Curr.	0	44	17	34	0	123
	Drug & Alcohol Recovery	14	23	65	45	6	60

Unassigned	<u>Temp. Unassigned Offenders</u>	BCCF	CCCF	HCCC	KCCC	CMRC	BCF
	Unassigned	118	217	122	117	14	76

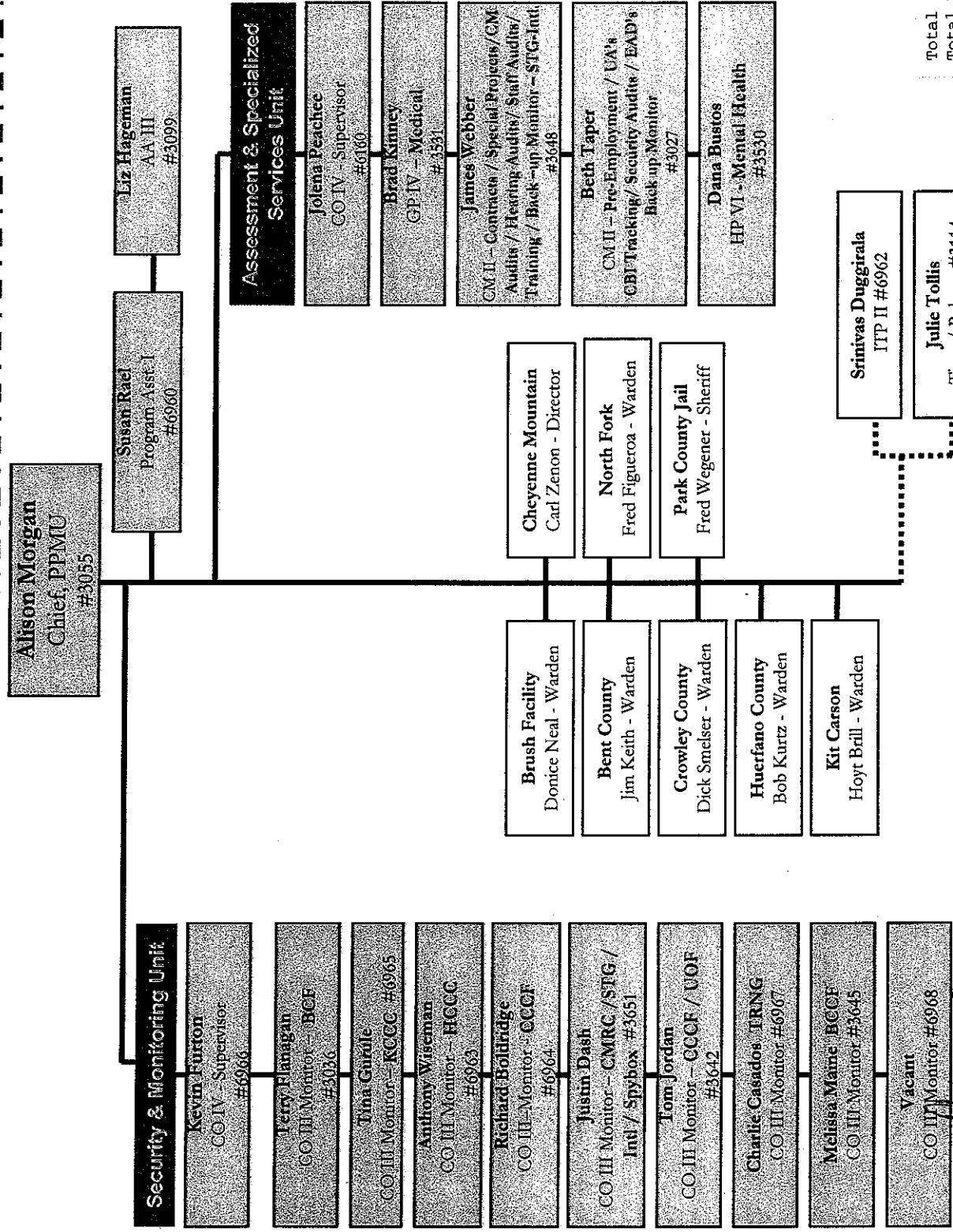
**Food Service** The six private facilities provide meals to over 4,400 offenders. The four CCA facilities contract for this service with Canteen, Inc. CMRC contracts with Aramark and Brush does their own food service.

**Laundry** Provides laundry services and delivery to approximately 4,400 offenders

**Community Labor** BCCF runs a recycling center using 5 to 6 offenders. In addition, BCCF offenders read books to tape for visually impaired. CCCF builds cabinets for Habitat for Humanity and are in the early stages of a program to manufacture roof trusses for Habitat as well. CCCF is presently providing a outside labor crew to Crowley and Otero Counties. HCCC has a few inmates working on various community projects. Community Labor does not apply to Kit Carson Correctional Center, Brush Correctional Facility and Cheyenne Mountain Re-Entry Center.

**Unique Features of Facility** KCCC, HCCC and BCF currently participate in a K-9 companion program and KCCC participates in Wheels for the World; a wheelchair refurbishing program. CCCF recently began its new partnership with Friends of Retired Greyhounds in an Adoption/Foster Care Program.

**Colorado Department of Corrections  
Private Prisons Monitoring Unit (PPMU) - Organizational Chart / Effective Nov. 1, 2006**



Total Filled: 17  
Total Remote: 2  
Total Vacant: 1  
Unit Total: 20

Alison Morgan *Alison Morgan* Date 12/6/06

Remote Positions  Contracts